

CRIMINAL JUSTICE INFORMATION
NETWORK ELECTRONIC GPS
MONITORING REPORT

ANNUAL REPORT

OCTOBER 2025

Executive Summary

The Criminal Justice Information Network (CJIN) Governing Board promotes collaboration and cooperation among justice and public safety agencies. The Board assisted with initiatives such as LinX, NC-DEX, VIPER, and CJLEADS. The CJIN Board ensures that processes are streamlined to reduce any duplication of efforts.

The Board has been tasked with overseeing the CJIN Electronic Global Positioning System (GPS) Monitoring Program by the North Carolina General Assembly. This program is unique in the United States and is the very definition of emerging technologies, which is a vital part of the mission of the CJIN Board. In fact, through the course of the program, no victim lethality or harm can be attributed to a defendant that has been placed on the program; thus, it is keeping victims safe on a daily basis.

The program is an active monitoring system to enforce court-mandated "no-contact" orders for defendants accused of crimes related to stalking, sexual assault, domestic abuse, and violations of a domestic violence protective order. The program provides victims with the option to also have a unit that is paired with the defendant's GPS monitoring unit. The victim unit allows victims to have immediate notification of a violation of court ordered exclusion zone or zones. Even if a victim chooses not to have a unit, the 24-hour call center will reach out to the victim's provided contact information, in order to notify them of a violation of the court ordered exclusion zone. The Board understands that this Program supports judicial personnel, law enforcement, victims of crime and the defendant. It is necessary to have that knowledge to develop recommendations for statewide implementation, or to streamline processes.

The CJIN Board remains committed to serving as a resource for decision makers across North Carolina, providing guidance and support to promote integrated justice and enhance safety outcomes through the use of technology. The Board will continue to work closely with justice and public safety agencies, stakeholders, and the General Assembly to identify opportunities for improvement and to ensure that North Carolina remains at the forefront of innovative and effective approaches for the criminal justice community.

CJIN Electronic GPS Monitoring Program

The CJIN Electronic GPS Monitoring Program is an active Global Positioning System (GPS) monitoring program implemented in North Carolina to enforce court-mandated "no-contact" orders for defendants accused of crimes related to stalking, sexual assault, domestic abuse, and violations of a domestic violence protective order. This program is part of a broader effort to develop innovative and effective responses to crime victims and represents a unique and promising new approach to addressing these types of crimes, with the potential to improve safety for victims and reduce the likelihood of future harm. Since the program has been implemented no victim lethality or harm can be attributed to a defendant that has been placed on this program.

It is important to understand the motivation behind this innovative and emerging tactic to pretrial release monitoring using GPS technology in North Carolina was in memory of Laura "Caitlyn" Whitehurst, a young woman who lost her life to domestic violence-murder suicide. Caitlyn's Courage a 501(c)(3) non-profit, was created in response to this tragedy. The organization's mission is to prevent domestic violence and support survivors through education, advocacy, and awareness-raising campaigns. Caitlyn's Courage is a groundbreaking initiative that implements GPS monitoring for defendants on pretrial release to protect victims. The program has exceeded its pilot goals and is now under the oversight of the CJIN Governing Board to scale statewide.

There have been several incidents that have illustrated the success of the program. There was an incident where a defendant accidentally called the CJIN Call Center and it was obvious to the Center staff that a victim was being abused. The Call Center staff reached out to the victim of record to determine the situation. The victim was not being abused and was safe, but that meant that there was a new victim that was not on the program. Law enforcement was sent to the location where the defendant was in fact abusing another victim. The defendant was taken into custody and both victims were provided with resources to ensure their continued safety. There was another situation where a defendant entered an exclusion zone, was contacted to vacate the area and did so. Not long after leaving the victim's home, the defendant contacted the Call Center where they threatened to burn down the victim's home with the victim inside.

The Call Center traced the number and contacted law enforcement. The defendant was taken into custody, as there were arson related items in their vehicle, again ensuring that the victim remained safe.

Budget

The North Carolina General Assembly afforded to CJIN in the amount of \$3,430,912, recurring (S.L. 2021-180). The General Assembly appropriated to the Department of Public Safety in S.L. 2023-134, the sum of four million dollars (\$4,000,000) in recurring funds, for the Alternatives to Pre-Trial Detention Fund to expand the electronic monitoring program in accordance with Section 19A.7B(a) through (e) of S.L. 2021-180 and Section 5.3 of S.L. 2021-189, which is the statute that gave oversight of the Electronic GPS Monitoring Program to the Criminal Justice Information Network.

In recent months the additional appropriation made by the General Assembly, S.L. 2023-134, has had some confusion around it, which the CJIN Board would like to clarify. The funds appropriated were included in the Bill text of S.L. 2023-134, but were not included in the Committee Report, thus this was considered to be an unfunded mandate by the Department of Public Safety. The CJIN Board did not feel that was the intent of the NC General Assembly as there was a specific line item in the S.L. 2021-180 of that Committee Report. The Department of Public Safety disagreed with the Board's interpretation of the statute and wrote an email to the Executive Director stating that it was the interpretation of Office of State Budget Management and the Department of Public Safety that the additional \$4,000,000 was an increase to \$4,000,000, meaning that the total was \$4,000,000 and not \$7,500,000 as was CJIN's interpretation.

Upon receiving the email from the Department of Public Safety, the Executive Director forwarded that email and requested a meeting with General Assembly Staff to inform them of the concerns. The Executive Director and several Board members were able to meet with General Assembly Staff to discuss those concerns outlined in the communication. Throughout the 2024 Session, Executive Director Fowler sent several additional emails to General Assembly Staff as a gentle reminder, unfortunately, these concerns were unable to be addressed by the Legislature at that time.

At the beginning of the 2025 Session, Executive Director Fowler was asked for some additional information not included in the 2024 CJIN Annual Report by Fiscal Research. Taking the opportunity to re-address the concerns made by the Department of Public Safety, Dr. Fowler wrote a reply to Fiscal Research while conferring with Ms. Melissa Earp, Chief Financial Officer for the Department of Public Safety, so that there was no confusion about the need for clarification of the statute.

As the 2025 Session continued it seemed that there was not an opportunity to have any discussions about the situation with the CJIN budget. When the new fiscal year began the Department of Public Safety requested a meeting with Dr. Fowler. At that meeting Dr. Fowler was notified that the CJIN Electronic GPS Monitoring Program had gone over budget in 2024 by \$1.8 million. This was the first time any mention of not having funding available was told to CJIN. Additionally, the Department of Public Safety and CJIN had been working for over 6 months on the new purchase order for the Program that was signed by the Department of Public Safety Procurement Division on July 9, 2024, for a total of \$7.2 million. With the signing of the purchase order, CJIN was under the impression that funding was identified and secured. However, when the 2025 new fiscal year started, Department of Public Safety deducted the \$1.8 million defect from the \$3.5 million appropriation. Once pending invoices were taken into consideration there was a negative balance of \$839,000. This resulted in the CJIN Executive Committee making the decision to suspend the CJIN Electronic GPS Monitoring Program until funding could be secured legislatively. Executive Director Fowler has requested that Department of Public Safety Fiscal Division provide budget form BD701, monthly, to CJIN so that any concerns regarding expenses are caught prior to this situation happening again.

Stakeholder Support

When the CJIN Executive Committee was forced to suspend the program, the judges and NC Administrative Office of the Courts personnel reached out to the NC General Assembly, Department of Public Safety personnel, other Administrative Office of the Courts personnel, the Chief Justice, and the media, hoping to identify a way to keep the program functioning until funding could be secured.

Within 72 hours the Department of Public Safety reevaluated the legislation and changed how they interpreted it and determined that funding would be secured for the rest of the fiscal year for the program. Once that notification was made to Dr. Fowler, the CJIN Executive Committee agreed to resume the CJIN Electronic GPS Monitoring Program. The Program was only suspended for a total of three days and there was no disruption in services, though no new participants were added during that time.

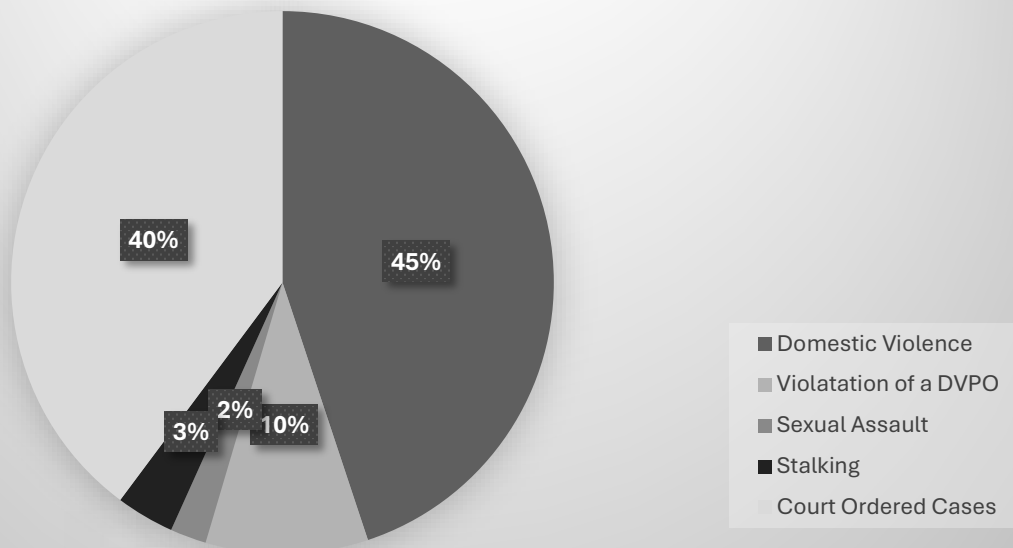
As the 2025 Session is coming to an end, it is necessary to review funding concerns for the 2026 Session. The Department of Public Safety has determined that the unfunded mandate of an additional \$4,000,000 would not allow for their core mission to be achieved. They have requested that the NC General Assembly appropriate recurring funding for the CJIN Electronic GPS Monitoring Program that would be outlined in the Committee Report. This would ensure that the funds would be secured and would mirror the bill text of S.L. 2023-134. The CJIN Board would also request that there be a technical correction made to the bill text and identify CJIN as the agency allocated for the funding, to correspond with the same language as S.L. 2021-180.

With the success of the CJIN Electronic GPS Monitoring Program, other states have reached out requesting assistance with potential legislation using NC as the model for how those states could implement the same or similar programs. Knowing that other states are looking to NC as the standard for domestic violence legislation, the CJIN Board stands committed to prevention efforts and the victims of domestic violence in North Carolina.

Program Utilization by Case Type Percentage

The CJIN Electronic GPS Monitoring Program is utilized for four specific charges and specialty courts. The North Carolina General Assembly has requested that within the Annual Report those charges be presented in percentages in order to see the overall use of the program in a snapshot view. According to the analysis of the cases that were court ordered to the program, the breakdown of the types of cases include 45% domestic violence cases, 40% court ordered cases, 10% domestic violence protective order violations, 3% stalking cases and 2% sexual assault cases.

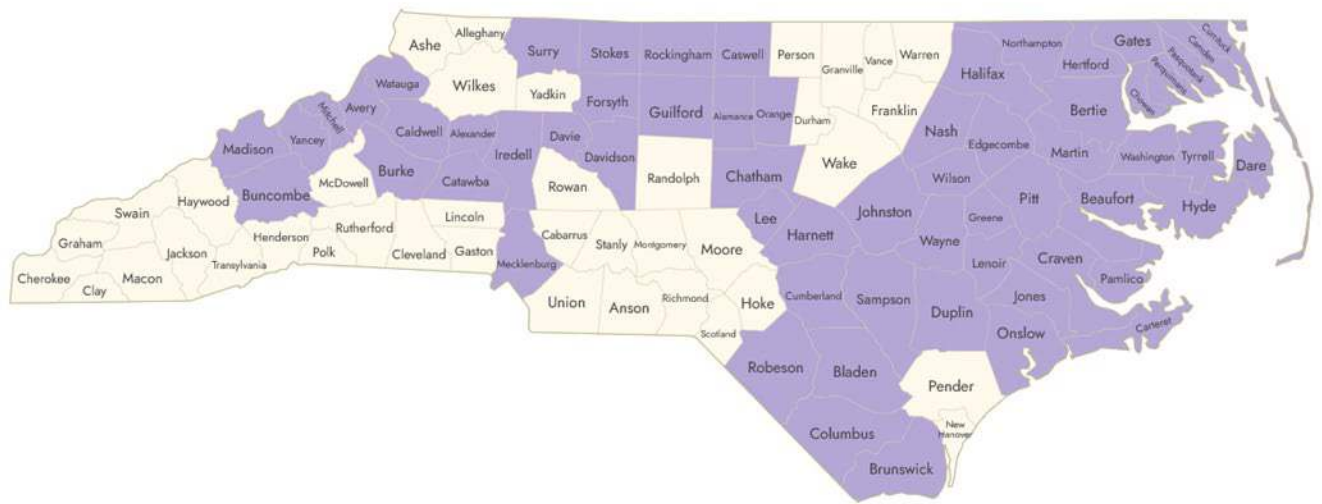
CJIN Electronic GPS Monitoring Program Case Types



Program Utilization by Judicial Districts

The CJIN Electronic GPS Monitoring Program has been implemented in the following counties:

Wayne, Lenoir, Greene, Johnston, Lee, Harnett, Pitt, Bladen, Columbus, Brunswick, Sampson, Duplin, Jones, Onslow, Halifax, Northampton, Bertie, Hertford, Nash, Wilson, Edgecombe, Cumberland, Alamance, Orange, Chatham, Robeson, Rockingham, Caswell, Surry, Stokes, Guilford, Forsyth, Alexander, Iredell, Watauga, Avery, Mitchell, Yancey, Madison, Buncombe, Carteret, Craven, Pamlico, Caldwell, Catawba, Burke, Rowan, Gaston, Gates, Currituck, Camden, Dare, Chowan, Perquimans, Pasquotank, Martin, Tyrrell, Beaufort, Washington, Hyde, Davie, Davidson and Mecklenburg.



As of October 2025, there are over **1,300 units in use per day** in the participating judicial districts. As the CJIN Electronic GPS Monitoring Program continues to expand Statewide, that number will increase.

Members of the CJIN Governing Board

The membership of the NC Criminal Justice Information Network Governing Board is as follows:

Mr. Steve Lingerfelt, Chairman, Ms. Laura Fahnstock, Vice Chairwoman, Mr. Paul “Gib” Butler, Chief Anthony Davis, Ms. Elizabeth Patel, Judge Sherri Elliott, Mr. Eddie Jagers, Judge Galen Braddy, Mr. James Carlton “Carr” McLamb, Jr., Mr. Daniel Kiger, Ms. Ivy McMillian, Ms. Kimberly Quintus, Mr. Dean Tolson, Sheriff Clarence F. Birkhead, Ms. Ellen Thomas, Mr. Glenn Mack, Mr. Michael Brent Culbertson, Mr. Ted Bell and Chief Jeff Oliver.

Recommendations: Looking Ahead to Statewide Implementation

As the CJIN Electronic GPS Monitoring Program enters its fifth year of management, staff are dedicated to evaluating the program's technology, processes, court procedures, and data collection methods. This ongoing and continuous evaluation aims to identify areas for improvement and to automate data collection where possible. In discussions and meetings with CJIN Board members, the following recommendations have emerged:

- To improve the efficiency and effectiveness of the program, it is recommended that a comparison of all district implementation models be made, and recommendations taken from the field that represents best practices. Best practices will become part of the onboarding process and will be shared with participating districts.
- The CJIN Board would request that the NC General Assembly appropriate the \$4,000,000 from S.L. 2023-134 into the Committee Report and have a technical correction to the bill text identifying CJIN as the allocated agency for the funding to correspond with S.L. 2021-180.
- The Board requests designated legal, budgetary, and legislative affairs support. If such support is unavailable, the Board humbly requests a stipend to contract for such services in alignment with the success of the program and operations of the Board. Such support would be present at all announced Board meetings and be available for consultation and advisement on an as needed basis for personnel and program matters.
- The CJIN Board would like to formally request one additional FTE along with increasing the personnel budget to \$260,000. This would allow for flexibility in authorizing increases for additional job responsibilities and the ability to hire an

additional staff member to perform administrative responsibilities. CJIN currently operates with only one FTE.

- The CJIN Board recommends additional funding be appropriated to further expand the program on a statewide basis to include additional personnel to ensure functionalities for all judicial districts and specialty courts. As this program is unique to the entire United States it puts North Carolina on the cutting edge of crime victim protection. To complete statewide implementation, the program will need an additional appropriation of \$4,000,000, bringing the total to \$11.5 million in recurring funding.

If there are any questions or concerns about this report, please contact CJIN Executive Director, Dr. LaVonda Fowler at lavonda.fowler@cjin.nc.gov or 919-741-1364.